THE CHRISTCHURCH
REGIONAL PLANNING AUTHORITY

MASTER PLAN

for the

CHRISTCHURCH REGION

CHRISTCHURCH REGIONAL PLANNING AUTHORITY

REGIONAL MASTER PLAN

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Copies of, or access to, the specific Policy Reports or other relevant Reports available by reference to the Director of Planning, Christchurch Regional Planning Authority, P.O. Box 1997, Christchurch. (Telephone 62-359).

MAKING A REGIONAL MASTER PLAN

If Local Councils, whose areas are close and whose actions and intentions have therefore some bearing on each other, and Local Boards, whose responsibility covers the same areas, all act independently, then - with the best of intentions in the world - each will be frustrated to quite some degree by the other. The general level of living will be sadly worsened - although it will cost us more. In the end it could lead to break-down and chaos, calling desperately for a new look at the management of local affairs.

> If however, they all get together and say "Let us form some central agency to examine which of our affairs are interdependent and to outline a general guiding plan to which we can all conform", then, doing just this, they will have avoided the problem and paved the way to a better total environment, standard of living and general economy.
>
> They will, in fact, have formed a regional planning authority.

The Act makes provision for this, and for its proper functioning. It defines the matter to be looked at, the correlation of services and general planning, the importance of conservation and general economic development, and the procedure for recommending proposals.

> But the Act does not -- and cannot - say what the guiding plan should be, what the aims of any particular region, or group of associated local councils and boards, should be in the long-term public interest. This the Authority must do.

There are many difficulties in making a guiding plan so that all concerned can comply. There may have to be indirect ways in achieving objectives and continuous changes because of changing laws, practices or other circumstances.

> So that it does not lose sight of its goal as, from time to time, it produces the most practicable recommendations, a wise authority will set down on paper its very basic aims, desires or general approach.

The Regional Planning Authority for the Christchurch area has done this.

It has created a master plan by forming policies resulting from a logical study of:-

The need for an expressed written policy	(Policy No. 1)
The principal need for planning in this region	(Policy No. 2)
The need to inter-relate urban development and communication	(Policy No. 3)
The need for advance earmarking of open space	(Policy No. 4)
The need to recognise urban and non-urban potentialities	(Policy No. 5)
The need to examine comprehensively restrictive factors on urban development	(Policy No. 6)
The need to know land requirements at various periods in the future	(Policy No. 7)
and, as a consequence of the foregoing	
The need to determine what direction and what form urban development should take in the region	(Policy No. 8)

- If you read through the policies you will see how they form a firm foundation for all future proposals, and a sound justification for all past effort of the Authority. -

CONCLUSIONS FROM A STUDY OF THE NEED FOR AN EXPRESSED WRITTEN POLICY, RESULTING IN POLICY NO. 1

There is no Plan if it cannot be said what the Plan is

REGIONAL MASTER PLAN AS THE AUTHORITY'S POLICY

Introduction

1. Since its inception 12 years ago, the Authority has been faced with the task, however otherwise described, of promoting an orderly and controlled development of the environment for the safety, health and convenience of the whole community centred on Christchurch, in the light of changing circumstances, irrespective of territorial boundaries and divisions of services. Its statutory functions of guiding District planning and co-ordinating services is entirely dependent on an overall concept of programmed development with clear aims.

2. As it came into being only after there was already an urgent need for such an Authority, many divergent matters have from the start claimed its attention. But all schemes, suggestions, recommendations oppositions in appeal - all decisions of the Authority have been aimed at this one comprehensive and progressive (1) environment desire, although it has never been completely expressed as an entity.

3. The Report of early 1963, A Synopsis of the Present Planning Position, indicated how the concept of a Master Plan could be achieved by both constituent councils and the Authority within the framework of the present Act, and indicated the extensive work done, and to be done, towards this Plan.

Policy

4. Although Plan and Policy are often paired, they are synonymous. Methods, procedures, intentions, cartographic proposals, Schemes are all terms used to describe the affirmed way that the analysed objectives are to be attained. Whatever the term used, there are three component parts:

(a) Correct recognition of what is likely to be wrong or undesirable at various periods in the future (2) :- Analysis of the problem.

(b) A reasoned assessment of what could be desirable or acceptable, and achievable :- Analysis of the Objective.

(c) Ways and means which are possible, likely to be accepted and put into practice to achieve the Objective :- Analysis of the Method.

5. But it is obvious, perhaps not at first glance, that all three are interdependent. Confused thought can arise both in trying to deal with each separately, and in failing to correctly analyse (3). Time spent in tackling a difficult problem from different angles can lead also to confused thinking as the conditions pertaining to the problem change, and as the original recognition fades. Expediency, required by urgency, does not always allow proper analysis, and the temporary aims can also confuse the real objective.

6. What is important is what we actually do. Therefore, what, why and how are the basis of the decision. Plans, schemes, maps, diagrams, ordinances, principles and other factors connected with the problem, objective and method are incidental to this and can only be determined in the light of this concept. A clear statement of what, why and how is essential.

This is the plan, and it is the Policy (4).

The Act

7. Any Planning Act anywhere at any time empowers only three things :-

(a) to effect the comprehensive nature of Planning,

(b) to compel Planning in the interest of the community and urgency,

(c) to provide justice to the adversely affected.

It cannot say what Planning is, or how to plan. It can confine aims, or require considerations. It can require format, but it can only suggest method. (5)

The Act therefore does not determine the Problem, the Objective or the Method but, in the national interests, conditions all three.

Footnotes

(1) There cannot be a final or completed picture; the aim must be for a continuing satisfactory state.

(2) Present problems can only be alleviated in the future, and conditions may change. One thus attempts to assess what this particular problem will be like if it continues, and start the alleviation now. Many of the future problems are being caused now, but are not recognised as undesirable in the present circumstances. Traffic, sprawl and extension of non-conforming uses are typical of this.

(3) In the case of the Master Transportation Plan, the growing number of vehicles is not the problem. Correctly analysed, it is the desirability of easy intercommunication against the desirability of freedom from congestion, noise, accidents, etc. But getting rid of cars is neither practical nor acceptable, therefore the ease of flow and separation of vehicles becomes the major objective. This involves cost and damage. So we come to weigh up varying desirables and undesirables.

(4) This concurs with statutory requirements. The Authority's policy can be formally recommended to all local authorities, with or without specific requirements (Code of Ordinances), for their acceptance (as in Section 1 of its Scheme). Or it can be informally recommended to some authorities (to District Councils as in the case of Industrial Areas Distribution). Or it can be recommended to one authority (the National Roads Board, in the case of State Highway Motorways, seeking views of Committees of Councils concerned before recommending). The Authority can offer advice, in accordance with a policy, and assist in any consideration of planning in its own or any other region.

The Appendix contains briefly the Authority's responsibilities and functions under the Town and Country Planning Acts.

(5) Much of the present Regulations and Schedules is recommendation only, and designed to assist in the absence of better available advice. The Appeal Board does not determine good or bad planning. It assists in providing justice, and in doing so is obliged to consider the merit of the proposal against the stated aims, and its effect on groups or individuals.

The three functions of any planning Act have been confirmed by Mr Desmond Heap, LL.M., L.M.T.P.I., Past President of the Town Planning Institute, the Chief Draughtsman of the world-renowned 1947 Act of the United Kingdom, and Draughtsman for planning Acts in other countries, now recognised as the leading authority on Town Planning legislation.

September 1966

CONCLUSIONS FROM A STUDY OF THE PRINCIPAL NEED FOR PLANNING IN THIS REGION, RESULTING IN POLICY NO. 2

There is no justification for Planning if the causes of change themselves create a satisfactory pattern

SPRAWL

1. Sprawl is something that we have not fully experienced in Christchurch yet. Once development is established, economic forces prevent cure either by redevelopment for compactness or by reclamation for open space or production. It must therefore be foreseen and prevented.

The expansion of the Region can occur in three ways, by sprawl, linear development or satellite communities. From the point of view of the national interest, conservation of resources, high cost or lower standard of living, and social and environmental amenities, it is strongly advocated that sprawl be not selected. But it will happen if it is not consciously, and conscientiously, recognised and resisted.

2. It is obvious that planning is urgently needed at all levels of government. The planning must be detailed, programmed and strictly policed. Under the Town and Country Planning Act 1953 there appear to be powers to prevent urban sprawl. Until amendment, effective interpretation of the provisions of the Act is necessary by all bodies in order to avoid the continued sprawl of urban development including its encroachment on to valuable farm land.

Detailed programming of future development is clearly essential in order to avoid a wastage of land. A survey indicates that at present there are over 3,300 acres of unused land out of a total of over 8,300 acres available for urban uses within the Urban Fence. Much of the unused land may be in a

transition from one use to perhaps another more intensive use, but the correct programming of development would speed up this rate of change and perhaps reduce the amount of land which is being used in this sub-standard manner.

The balance of the 8,300 acres is being used for the purposes of agriculture and thus at least the community gains the value of the produce. Careful programming would perhaps enable this land to be kept in production for longer periods, enable the farmer to programme his use of the land with a little more certainty and so help to reduce the area of unused land thus lessening the effects of sprawl.

3. There must always be complete co-operation among all parties; both between local and central government and among all Government Departments. Plans must be fully integrated and once agreed upon, completely adhered to. Plans must be comprehensive and, in particular, fully programmed, and no party should default.

4. A major obstacle to planned and programmed development is the general public attitude. Hitherto there has been little apparent need for planning. Land seems to be plentiful. Sprawl in New Zealand is aided by the old rebellion against the terraced houses of Victorian Britain. An education programme is needed to show people :

(a) the gains, especially social and economic, that may be had through correct and programmed planning, and

(b) how little good quality land is now left in New Zealand, and how urban areas need not absorb the best agricultural land,

(c) the gains from more compact development in our living areas, without loss of amenity.

5. Councils must concentrate on higher gross density housing and redevelopment of old or unsatisfactory areas. With careful planning, higher density peripheral housing can be considered.

6. Consideration should be given to the possibility of offering financial incentives, in the form of grants or more favourable loans directed at the betterment of existing properties and the redevelopment of the older areas, to overcome the difficulties referred to in Clause 4.5 of the relevant Report.

7. If sprawl is bad, and it seems that this is accepted by all, then something must be done about it. Of necessity, the bulk of the action required falls to Councils as the Authority can do little on its own, but the Authority must continue to study the various causes, and encourage appropriate action.

September 1966

CONCLUSIONS FROM A STUDY OF THE NEED TO INTER-RELATE URBAN DEVELOPMENT AND COMMUNICATION, RESULTING IN POLICY NO. 3

There is no point in Planning the use of land without the accessibility

THE MASTER TRANSPORTATION PLAN

Authority's Obligation

1. Notwithstanding the Authority's obligations under Item 1 of the First Schedule of the Planning Act and the joint meeting of Councils on 3rd September 1958 and 19th November 1962, there is, since intercommunication is a fundamental part of land use, a basic duty to study all aspects of communication and integrate some system with the overall guiding proposals for community development.

2. Because the First Schedule required regional provisions for communications, and because as a result of such studies the Joint Meeting of Councils appointed the Authority to go all the way to the geometric design stage of a complete road system, we already have a very comprehensive study of the past, present and future communications of the area and a plan for the achievement of a satisfactory system, with of course recognition of influences outside the scope of the Authority's Plan.

The Future

3. But the regional community, like any town, city or conurbation, is a dynamic thing. It is in a continual state of change, and subject to many forces of changes. Its communications must change accordingly. It is therefore not only necessary to programme a system of communications for all stages and to allow for flexibility and revision progressively, but it is obviously necessary to continue to

re-examine all possible modes of transport likely to arise, and all potential change in generation of traffic. The accumulation of knowledge, especially through the concentration of a section of staff solely on the development of a transport plan, makes this total revisionary study a much more scientific and productive exercise than was possible in the past. The exceptional accuracy and success of the early study and projection is known only because of the subsequent work which subjected it to test.

Continuing the Present Plan

4. Apart from the need for total revision, there are still many aspects of the current work to be determined. An analysis of the Master Plan was briefly stated in a pamphlet "Master Transportation Plan - A Simple Brief Description" which was reproduced in the 1965-66 Annual Report. From this the Master Plan was seen to be a plan :-

(a) To make a complete survey and analysis of all aspects of the Transport problem.

(b) To study all principles and combinations of road systems in the light of the survey and the problems it revealed.

(c) To make this publication available to all bodies concerned and to the public, in view of its extreme importance to the future of our society.

(d) To provide additional technical staff to enable the Authority to study the comments, amend the Outline Network and develop it for the benefit of the responsible authorities.

(e) To reduce the Outline Network to the geometric design stage for Scheme Proposals.

(f) To determine the road types of the components of the Network.

(g) To prepare a programme for the development of the Network.

(h) To prepare a study of access and parking.

(i) To devise a system of consultation and procedure.

(j) To continue survey and to check constituent Road Authority proposals.

5. With the accomplishment of points (a) to (d) by 1964, the remaining points were possible and are underway. As more work reaches a design stage and as roads are built or adapted, so the back-log of misfit will disappear and the projection of needs will become the straightforward guide to normal road maintenance and development, and future transport innovation.

Associated Work

6. There will arise a number of studies for the guidance of the Councils as road and planning authorities, together with work of an advisory nature to help achieve the desired results of the plan, and a great deal of work to protect the intentions and maintain the purpose of transport routes. Such work the Authority is best equipped to carry out, and should continue to do until each Council is able and committed to undertake a continuing system of protection and maintenance of a network of routes to the accepted desirable standard of service.

The nature of the works is exemplified by :-

The Report on Petrol Service Station Layout and Location.

The associated network designs and road improvements recommended to Councils, following Motorway determinations through their areas,

The representation and preparation of evidence to oppose development conflicting with the desired standards or achievements,

The consultation with developers to guide development appropriately,

The daily assistance to the public, and general public relations work.

Such work cannot be listed as a major point of a Master Plan, but it is a sine qua non of its successful achievement, and its continuance is therefore a determinant of policy.

Other Influences

7. There are many other matters which can moderate or restrict the effectiveness of the traffic plan as a whole which are outside the Authority's field of action. Matters such as Traffic Laws and Regulations, improvements to existing street intersections and surfaces and driving or pedestrian behaviour or Road Safety recommendations. Assumptions may be made of improvements to these matters,

and there could be occasions when the Authority could enter the field with comment, but such matters cannot be incorporated in the general policy.

The Method of Development

8. The method of the development of the Master Plan, as now being carried out and recommended to continue, is available as an Appendix to this report. Circumstances can well arise which would make strict adherence to the procedure unreasonable, and it is regarded as a principle rather than a "regulation".

Overall View

9. The need to alleviate the forthcoming congestion of roads with its attendant dangers, damage to health, economy and amenity has been faced up to, and a bold yet comparatively undisruptive Network system has been accepted.

10. But this system carries Motorways - isolated tracts restricted to vehicular traffic - and there is no question that an unbalanced or over-development of this type of facility could destroy the social aims of planned development. It is therefore wise not only to insist on the early planning integration of the Motorway proposals with the total community development, but to attempt to see the limit of each facility so that alternative measures can be anticipated and the arguments for increase forestalled.

November 1966

CONCLUSIONS FROM A STUDY OF THE NEED FOR ADVANCE EARMARKING OF OPEN SPACE, RESULTING IN POLICY NO. 4

Planning to achieve is planning to prevent

RECREATIONAL OPEN SPACE

1. By the turn of the century, assuming a ratio of 7 acres per thousand population, which is a minimal rate for the desirable standard of living, approximately 3½ square miles of additional recreational open space will be required within or adjacent to urban development for localised or "neighbourhood" purposes.

This land must be allocated prior to any urban development of any form which generates its need.

2. In addition to this land a further but incalculable area is required for various recreations of a general urban regional catchment. This will include a need for twice the area of present golf courses, if the present desire for this sport is maintained.

3. The patterns of recreational activity are changing. Therefore the future provision of facilities should be based on these changes, with flexibility in use allowed by all-purpose fields.

4. Certain sports are inadequately catered for now. Those sports which are likely to continue must be adequately provided for now for the benefit of future population increases.

5. The distribution is of prime importance to the proper and full usage of space, convenience of persons, accessibility and time, and amenity and social enhancement of areas. Consequently, the haphazard acquisition of land for recreational purposes is of little real benefit in total, however cheap or easy this expediency may be.

6. Because of the difficulty in finding, acquiring and developing the right sites at the moment the need arises, land must be earmarked well in advance, based on the estimated requirements (standards and distribution) for the future. There should therefore always be more land earmarked than is used, the use gradually taking over and further earmarking proceeding. This involves the programming of the acquisition and development of the open space requirements as an integral part of the programming of the development of the "neighbourhoods" within which the open space will be situated.

7. While many areas of general regional nature will require further examination in the light of value and need, it seems that the beaches and foreshore will be in ever-increasing demand and therefore ready now for consideration and action in the protection against any elements which will deny full use and proper amenity development.

February 1967

CONCLUSIONS FROM A STUDY OF THE NEED TO RECOGNISE URBAN AND NON-URBAN POTENTIALITIES, RESULTING IN POLICY NO. 5

Planning starts from recognising cause and effect

CONTROL OF URBAN FORM

1. In order to control the form, extent and direction of the desirable future urban area it is essential to separate the proposed urban area from the proposed non-urban area by a limitation line, and to understand precisely what goes on one side or the other before drawing such a line.

2. A protection or control area of land uses opposed to urban or any potentially urbanising influences is needed on the outside of this limitation line.

3. Rural and urban areas are "character" areas and not land use zones. Both imply settlement and continuous change. Therefore neither can provide the kind of distinction required.

4. Such a form of control could be found by substituting for "rural", in its regional scheme context, a special term "non-settlement", meaning - the promotion of uses involving open tracts and no congregation of residents or employees, or having any likelihood of attracting them. An area of such uses is capable of a more acceptable definition and certainly a more ready interpretation than the present rural area.

5. The apparent rigidity of such a form of control would not restrict or prevent "rural" development in all its accepted forms, or its bona-fide ancillary associations. The more general "rural" development can occur within the rural areas beyond the non-settlement area, between the non-settlement area and the urban area and in pockets within the non-settlement area itself. Similarly some urban development requiring perhaps a degree of isolation (e.g. an obnoxious industry) can be sited in special spot urban zones in any of these areas.

6. The effect of having exceptions to the open development of the non-settlement area in the form of special zones, rather than conditional uses or free interpretation of an over-comprehensive list, is that the major forces of ultimate attraction to urbanisation can be recognised at the very earliest embryo stage, and consciously planned rather than be allowed to grow haphazardly and then be stifled with difficulty if at all. This is particularly important to a fast growing community. And it must not be forgotten that conscious planning is essential to the safety, health, convenience and consequently the prosperity of the whole community.

July 1967

CONCLUSIONS FROM A STUDY OF THE NEED TO EXAMINE COMPREHENSIVELY RESTRICTIVE FACTORS ON URBAN DEVELOPMENT, RESULTING IN POLICY NO. 6

A Plan emerges from the evaluation and the analysis of the problems

THE RESTRAINTS ON URBANISATION

1. It is essential to ensure that the demands generated by any anticipated urban population growth are met in a way which will conserve the full potential of all resources.

2. The tendency to consider that all land which is not at present in use for urban purposes is ripe for urban growth should be resisted. There are physical factors, the more obvious being land faults, riverbeds and marshy land which must be regarded as a discouragement to the direction of development. There are also economic factors of discouragement such as areas of difficult drainage or of high agricultural potential. Such resources as the latter have as great a value as building land to a progressive urban community. They require preservation and indeed may even require room for expansion. In this way they too form a major restraint on urban growth.

3. The trial and error selection and consideration of all the isolated possibilities of urban expansion, in the first instance, is illogical. Every case must in the end of the day involve examination of some, if not all, the physical and economic restraints; and in making comparisons, these restraints will have to be seen in their total regional context.

4. The more satisfactory and generally accepted planning method is the complete investigation of each form of restraint, which is currently seen to be of major importance both now and in the future, in

order to achieve a set of values against which any areas selected for future urban needs may be assessed.

5. Accordingly it is suggested that all forms of restraint on the use of land for urban purposes be studied, and the degree of restraint be assessed. These can, and probably should, be separate studies. But the analysis of each can be combined to form a composite map indicating clear, or comparatively clear, areas.

6. The result of such a composite sieve of restraints would be that any area then considered as favourable for urban expansion would be either clear or in conflict with these restraints. If in conflict the final decision on that selection, having been balanced against an established and unprejudiced set of values, will be precise, informed, and as responsible as it is possible to be. The study of restraints will therefore contribute to the final determination but will not, of course, be the sole consideration.

July 1967

CONCLUSIONS FROM A STUDY OF THE NEED TO KNOW LAND REQUIREMENTS AT VARIOUS PERIODS IN THE FUTURE, RESULTING IN POLICY NO. 7

There is no point in Planning unless it is known for whom and for what

THE NEEDS OF URBAN FORM

The planned territorial needs for an urban population in the future can be expressed by assessing the demand for land for general living purposes that would meet the desired safety, health and convenience which is economically possible. This demand is expressed, at whatever level of generality or detail of land-use, in three ways :

1. Amount
2. Distribution
3. When

(It should be noted that the question of "where" arises only when planning to meet the needs that have been estimated)

1. Amount depends on (a) numbers of people, (b) the range of uses, and (c) the density for each use.

   (a) Numbers of People - The estimate of the varying number of people at different periods in the future must be based on the varying area of the total settlement likely to be occupied. The population estimated for any fixed paper (or statutory) territorial limit can only be assessed after the location of the future population is known or is estimated and planned.

   Due to the compounding of additions and factors (e.g. immigration and fertility), the range of population estimate becomes greater as we look further into the future. With a sequence of fixed projection periods, the populations must be estimated. With a sequence of fixed population figures, the periods must be estimated.

   Preparation for all land needs requires a fixed sequence of population figures, and this is the soundest, and the most logical method, provided the periods can be very accurately determined.

   The more exactly the periods are known, especially the early periods, the better the possible preparation. However, for the convenience of other town planning projections, as well as those less sophisticated, sequence of time periods must be used. This means firstly finding the land requirements of a sequence of changing population figures, secondly estimating the likely dates when these figures will occur, and thirdly, from these, estimating the population figures and the corresponding land requirements for a set convenient sequence of time periods.

   Since preparing for the needs involves control of the changes of environment (it is in fact an exercise in control) it is preferable to initially regard the periods for reaching a population figure conservatively. The opportunity for advancing the period (in the light of evidence) is always present. There is a loss of control in pushing back the period.

   (b) Range of Uses - In providing for living, there are three main thoughts - home, work and play. Each person needs the three kinds of land, each of which can lie idle for some part of the time. In the regional context, the projected population, which comprises changing people of changing type

and composition, with changing habits, in changing circumstances, must be met with a very broad need basis:- a range of gross industrial and commercial densities, a range of urban open space requirements and a range of gross housing densities which add up to a total urban complexity of so many acres for so many people at a particular projection period.

While detailed studies are necessary to arrive at the analysis of change, attempts at detailing the range of uses and the range of densities invariably reach the point of absurdity, although still likely to be practised by the inexperienced.

(c) Density for Each Use - DENSITY DOES NOT DICTATE A STANDARD OF LIVING.

Good design does.

While high density presents a greater challenge to design to good standards of living, low density tends to ignore the need - which is just as great and with better possibilities.

Density is a guide to the nature of the development. While it can be expressed as a figure, its meaning is more important than the figure. Any attempt to control development by an actual figure for a density standard is nonsense. But it is impossible to estimate the land needs of a population without a density guide, and it is essential in meeting those needs to plan in accordance with that guide.

2. Distribution

Distribution is the relationship of all general uses for health, safety and convenience. In detail this is a district scheme matter. In the regional context there is concern for rational apportioning irrespective of territorial boundaries, having respect to conservation, co-ordination of public improvements, utilities and services and the other matters referred to in Section 3 of the Act and the First Schedule, all leading to an indication of the major locations, particularly of concentration or open space, and thus to the direction of urban development. Distribution is therefore a matter to be considered when planning to meet the land needs. But assumption of desirable distribution must be made in calculating the area of land needs, particularly in calculating gross densities.

3. When

In that planning is simply steering a course of action to control the controllable forces of change in the environment, it can be expressed in a sequence of desired situations, together with a means of getting there. As we approach the long term future these situations become vague, but if we set too short a goal, some background is needed to justify the short step and show that it is not merely an expediency measure with no thought of the future.

We have been conditioned to thinking in terms of five year plans, and there appear to be no good reasons as yet for changing this. A five year working plan (or "achievement" plan) set against a 20 year background of aims, with a re-examination of the future and new working plan every five years is reasonably practicable. Five years are needed to get most urban development changes effected, and twenty years, although shorter than we would like to see ahead, is as far as one can reasonably project all the changing facets of the urban complex in a world where the rate of change in human environment and ambition is ever-increasing.

The less rapid change in the broader environmental scene, the problems of administration delay and the need for general guidance from a Regional Plan all suggest that the Regional Plan should indicate longer stages and, if possible, a longer background aim than District Schemes. It is also necessary to produce longer term guidance to those responsible for major investments in services such as drainage, power supply, roads and water supply. Statutorily, District Schemes are required to programme their development (this being a rapidly developing area), and to review every five years, and Regional Schemes to include programming and review every ten years. Thus both from common sense and legal obligation District Schemes must programme and the Regional Scheme must guide this. The Report "A Synopsis of the Planning Position in the Christchurch Region" issued to all members of councils in 1963 explains the sense and sequence of five year programming.

4. In Short, we should:

(a) Calculate the desirable (and economically possible) urban land needs for populations of, say, 300,000, 350,000, 400,000 (or any such figure when there is a clear pattern of change) which has a dependency on Christchurch.

(b) Estimate the likely dates that these populations will be reached.

(c) From this, estimate the population and the needs, in periods of, say, 10 years and 20 years from now.

so that

(d) After it is planned where these urban lands and occupying populations should be located, it is then possible to calculate the population and land needs for the Regional Planning Authority's area, and for the areas of the constituent councils. It will then also be possible to break down this calculation to periods of 5, 10, 15 and 20 years for District Schemes.

5. Points in the Policy

(a) In expressing the policy of meeting the territorial needs of the future urban population, we must bear in mind our already expressed aims of protection against the unhealthy environment of sprawl, matching development to communications, earmarking large open spaces and recognising urban qualities. (The expressions of Policies Nos. 2, 3, 4, and 5).

(b) Good design is not only essential to a desirable standard of living, but to the proper accommodation of the future population within the areas assessed by the calculated densities.

(c) The policy for the Needs of Urban Form, together with the whole Regional Master Plan, should provide the framework for good planning within the region, but good planning is essential to the product. Bad planning, at any level, can negate the desirable extent of the land expressed by studies arising from this policy.

July 1967

CONCLUSIONS FROM A CONSEQUENTIAL STUDY OF THE NEED TO DETERMINE WHAT DIRECTION AND WHAT FORM URBAN DEVELOPMENT SHOULD TAKE IN THE REGION, RESULTING IN POLICY NO. 8

There is no Plan unless it is known what is being planned

THE FORM AND DIRECTION OF FUTURE URBAN DEVELOPMENT

Introduction

1. In Policy Report No. 1 it was stated that the Authority is faced with the task of promoting an orderly and controlled development of the environment for the safety, health and convenience of the whole community centre of Christchurch, in the light of changing circumstances, irrespective of territorial boundaries and divisions of services. It determined that its aims and objectives should be clearly stated so that there could be no deviations when studying its specific problems.

2. In considering a broad aim to guide all constituent councils and local authorities towards a single plan for the development of the future, it is obviously necessary to determine in what direction and in what form the future urban area should develop. To do this, it was necessary to study broadly various aspects of development.

3. The Authority has now examined and determined certain aims and objectives. It has determined:-

(a) That haphazard and wasteful development should be avoided and that to do so it is necessary to plan programmed development and avoid anything which tends towards urban development occuring in areas not planned for urban development.

(b) That there is an inter-dependence between communications and land use and therefore it should endeavour to relate a system of communications to the future urban development of the region.

(c) That it is necessary to earmark, well in advance of needs, land required for open space purposes, whether this land should be within urban areas or not.

(d) That it is necessary to determine what is urban and what is non-urban before a guiding plan can be formed and that to do this it is necessary to particularly determine a non-urban area immediately around the planned urban area to effect adequate control.

(e) That a value should be set against restraints on urban development on certain areas and that such restraints on urbanisation should be fully investigated.

(f) That the future planned urban area should cater for the needs of the people by estimating the needs in terms of land related to estimated population at various periods in time.

4. All of these stated objectives require studies, reports, and decisions from time to time. The solution to any problem arises from the correct analysis and understanding of the problem. Therefore, having stated the aims and objectives, the right kind of guiding plan for the future can emerge by the studies resulting from these stated aims and objectives.

5. It is worth reiterating the statement from the first Policy Report that, while the aims as expressed by the policy are very simple and apparently straightforward, the means of achieving the aims may be very difficult and devious. It is for this reason that it is necessary to state the aims as a policy in the clearest and most direct form and to continually refer to them in the future.

6. There remain two factors to consider in completing the statement of objectives. These are the Form and Direction, and the Responsibility of the Authority.

Form and Direction

7. While the previous policies indicated generally matters to be avoided, the positive aims in fixing just where and how we should develop arise from a number of considerations. These should be the subject of studies by the Authority and decisions made in the light of the previous policies. Collectively, the resulting picture is termed "form and direction". The main considerations are :-

(a) The question of what a plan can be (what we can afford to do) and what a plan should be (what we cannot afford not to do).

(b) The general shape of the regional urban development. This can be either concentric, linear, or satellite, or variations of these shapes. Each has advantage and disadvantage to the long term continuing development of this area. It is necessary to determine which particular general form the development should take before proceeding to a more specific plan.

(c) Associated with the particular form is the question of distribution. This may cover the distribution of major industries, as has already been considered by the Authority, distribution of open space, a matter discussed in the Policy of advance earmarking, distribution of commercial centres, particularly having regard to the power of these centres in sponsoring development. The Authority will have to determine how far it can or should go in guiding such distribution.

(d) The question of services generally and how they can be used to best advantage. This may have a parallel in the Policy of Restraints which undoubtedly should study any difficulties arising from the provisions of services in any particular area.

(e) The subject of density, programming, and rounding off further development as seen desirable in a continuing changing situation in the future.

Responsibility of the Authority

8. As emphasised in Section 3 and 4, Town and Country Planning Act, not only is the Authority charged with providing a co-ordinating regional plan, but all local authorities are charged with adhering to it in their public duties and functions. It is perhaps obvious to all that there can be only one regional plan, that any local body or large organisation however well-intentioned is acting against the public interest in acting independently of such a plan, and that no other body is geared to, or empowered to make a regional plan. There will be times when it cannot be obvious to any but those involved in the preparation of the plan that an action is contrary to or likely to endanger the success of the plan. The Authority must find the means, through consultation, discussion, membership or procedure, to maintain a watching brief and to bring to the attention of any relevant body any matter however small which is significant to the efficiency of an overall plan.

9. In practice as well as in law a regional plan can only be a broad guide. It must therefore have innumerable assumptions of detail, standard and the carrying out of the functions of the organisations set up for particular sections of the community or for particular aspects of community life. To detail the requirements of all functions of all bodies concerned would be literally to take over all their powers and duties - a proven impracticability at urban regional level.

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POLICY NO. 1

That as soon as possible all problems, decisions and duties facing the Authority be regarded in the light of Policies and expressed as such, and that an attempt be made to correlate all Policies into one clear concept or aim, and that this goal be in the form of a Master Policy, called the Regional Master Plan, against which all decisions and other policies be tested.

POLICY NO. 2

That all proposals, plans, schemes, enactments and their interpretations be examined by all responsible authorities in order to find ways and means of combating sprawl and its effects:

and in particular:

1. That the attention of the Government be brought to the contents of the Sprawl Report and that the Government be asked to examine all possibilities of:
   (a) Assistance to local authorities in:
      (i) Compensation for the cost of site clearance and purchase, in any form of planned redevelopment,
      (ii) Loans at low rates of interest, for works connected with planned development.
   (b) Making available loans or grants (refundable on sale or repayable over a term of years) for the improvements and maintenance of the older houses worthy of retention to offset the heavy burden of premature redevelopment.
   (c) Encouraging the purchase of existing houses by low rate loans or the reduction of the capital deposit required by Government agencies.
2. That the Regional Planning Authority in all its recommendations and endeavours, attempt to secure:
   (a) the proper programming of all development, and
   (b) the correct prevention of sporadic development and in particular anything which tends to promote close settlement in areas not planned for urban development.
3. That the attention of the Constituent Councils be brought to the contents of the Sprawl Report and that the Constituent Councils be asked to examine the possibilities of:
   (a) Greater strictness of control of the development of their areas in accordance with powers granted under the provisons of the Town and Country Planning Act, 1953, and the Municipal Corporations Act 1954 and the Counties Amendment Act 1961, particularly in the Rural Area on the fringe of the Urban Fence in order to prevent urban sprawl occurring to the detriment of agriculture in these areas.

(b) So programming the future development of their areas as part of the District Schemes, as to discourage the premature demand for services and loss of land from agricultural production, and encourage compact development.

(c) Requiring the programming of the development sub-divisions, where appropriate, (e.g. the larger areas) to be submitted as part of, and written into, the scheme plans.

POLICY NO. 3

That the Authority use every endeavour to relate a system of communications to the future development of the region that will attain a high standard of service together with a desirable environment for living, and in particular:-

1. Continue the work of the Master Transportation Plan as now conceived to the point where responsible road and planning authorities can take over the detailed work and achieve the road construction and improvements, (as suggested in the Appendix to the report supporting this policy).
2. Continue with advice and technical aid to assist authorities in obtaining the best results.
3. Continue the revisionary work of the Plan in respect of the Network, Road Types, Programme and other matters in the light of changing conditions and improved knowledge, and of related plans for future regional development.
4. Before making recommendations to any Authority, ensuring that consultations take place with all other bodies and relevant opinions considered, (as suggested in the Appendix to the report supporting this policy)
5. Produce Reports for the guidance of councils and other bodies on associated matters from time to time.
6. Take all measures necessary to protect the potential efficiency and amenity of proposed routes and existing routes related to the Network.
7. Encourage all responsible authorities concerned with any matters conditional to the effective operation of the communication systems to take appropriate action when opportunity occurs.
8. Undertake as soon as is opportune a complete re-survey of traffic considerations with a view to further projection of transportation needs and re-assessment of work done.
9. Continue to study and bear in mind all forms of travel and movement likely to arise and the visual and social amenities affected by road proposals, making recommendations where and when appropriate.

POLICY NO. 4

That the Authority endeavour by all means to ensure the acquisition, allocation or protection, in advance of requirements, of adequate and suitably located land for recreational open space purposes to a standard sufficient to the interests of the health and welfare of the community and pleasantness of the environment, and that it seek the support of all Councils, Government Departments and other associations and bodies concerned,

and in particular -

1. That it use every endeavour to prevent further urban development occurring without its total associated recreational open space needs being provided for in the most suitable location,
2. That it make an examination as soon as possible of all likely land for any recreational open space use, both active and passive, which would have a regional catchment.
3. That it seek ways and means to safeguard the approaches to the stretches of beach between Brighton and Amberley against loss of full use and associated amenities by the encroachment of adverse development.

POLICY NO. 5

That, in order to guide the direction and extent of planned urban development, the Authority recognise the need for an area where no nucleus or invitation to any form of settlement should occur,

and in particular:

1. That the recognition of such an area be complementary to the encouragement of development likely to give rise to settlement in planned urban areas or planned rural areas, whichever is appropriate.
2. That such an area be called a "Non-Settlement Area" to distinguish it from the generalities of "rural" areas as commonly understood and as interpretable from the model "rural zone" of the Town Planning Regulations, or any codes derived therefrom, and that there be such a Rural Area of Zones, in addition to a Non-Settlement Area, where appropriate.
3. That, when the Non-Settlement Area is defined, Government Departments and local authorities be asked to co-operate fully in ensuring that all development, including services and facilities, which may in any way become or tend to attract a settlement or nucleus of a settlement be directed only to areas which are planned to be Urban or Rural, whichever is appropriate, and to freely seek the Authority's views on the possibilities of such a tendency.
4. That, irrespective of any code of ordinances which may be required as part of a Regional Scheme, the Authority offer assistance to constituent councils in the preparation of appropriate ordinances for any Zone or Zones within the Non-Settlement Area either by way of a general guide or by individual guides to each council, whichever is sought.

POLICY NO. 6

That before any decision is taken on the direction or extent of any new urban development, full cognisance will be taken of the currently known physical and economic restraints which militate against an urban form of development being promoted on the land:

and in particular:

1. That studies shall be made of each type of such major restraint in order to produce some indication of the value, or a range of values, of its restrictiveness, and to produce a composite picture of all such restraints on land not already fully developed in urban form,

2. That such a composite picture shall be made before any reviews of the regional scheme, or any section of it, are completed,

3. That from time to time such studies will be reviewed in the light of changing circumstances,

4. That such a composite picture of restraints will not be regarded as the sole determining factor in recommending the direction or extent of urban growth, and shall be used to weigh against the demands of otherwise desirable growth with which it conflicts.

POLICY NO. 7

That the Authority express the needs of the future urban population by the amount of land, with an indication where necessary of the broad use, which permits the best standard of living within our means through good design, and by setting this amount at such convenient periods as will give due consideration to the long-term future but will be adequate for constituent planning authorities to plan and programme development within.

and in particular:

1. That studies be made of the range of population likely to occur within the natural region, and of suitable densities of occupation for various purposes at various times.

2. That, after such densities have been formulated, all councils and other responsible authorities be requested to seek all methods of achieving good design in layout and physical development.

3. That, following studies which indicate the location of land for future urban purposes, estimates be prepared of population for the areas within the statutory Regional Planning Authority boundary and the statutory boundaries of constituent councils.

POLICY NO. 8

That the Authority plan the form and direction for a continuing urban development in the general region of Christchurch in the light of its stated policies and ensure by every means and persuasion that all public works are directed towards such development, and in particular:-

1. That studies be made of all relevant forms of development for the selection of the most suitable in accordance with the determined policies.

2. That after the form and direction is determined together with the land needs in terms of Policy No. 7, consultation be held with constituent councils or appropriate local authorities to select the most suitable land and programme for its development.

3. That from time to time the Authority produce a map indicative of the direction and extent of urban development, its growth, control, system of communications, distribution of major functions and any other matter relevant to the guiding of the coherent development of the region as a whole or as may be required by statute.

CHRISTCHURCH REGIONAL PLANNING AUTHORITY

Councils which Combine to Form a Regional Planning Scheme

1954: City of Christchurch, Borough of Riccarton, Counties of Halswell (part), Heathcote, Paparua (part), and Waimairi. 1958: Borough of Kaiapoi, County of Eyre (part).

Local Authorities which Provide Associate Members to the Authority

Christchurch Drainage Board, Christchurch Transport Board, North Canterbury Catchment Board, North Canterbury Hospital Board, Central Canterbury Electric Power Board, Lyttelton Harbour Board, Canterbury Education Board, Christchurch Secondary Schools Council.

Government Departments and other Organisations which are Associated with the Authority

Dominion Laboratory, Ministry of Works, Department of Lands and Survey, N.Z. Government Railways, Department of Health, N.Z. Institute of Architects.

THE AUTHORITY
1967

Chairman: Mr. E.J. Bradshaw (Mayor, Riccarton)

Vice Chairman: Mr. A.R. Guthrey, (Chairman, Development Committee, Christchurch)

Mr. W.P. Glue, (Chairman, Planning Committee, Christchurch); Mr. H.E. Denton, (Christchurch); Mr. G.D. Hattaway, (Christchurch); Mr. D.B. Rich, (Chairman, Waimairi); Mr. R.C. Neville, (Chairman, Planning Committee, Waimairi); Cdr. H.J.A. Lynch, (Chairman, Planning Committee, Halswell); Mr. J.U. Barclay, (Chairman, Planning Committee, Paparua); Mr. E.L. Tyndall, (Heathcote); Mrs. F.R.J. Clemett, (Kaiapoi); Mr. R.C. Kimber, (Eyre).

Associate Members, Associates and Ex-Officio Members

Mr. F.R. Price, (Drainage Board); Mr. J.F. Fardell, (Transport Board); Dr. W.R. Holmes, (Catchment Board); Mr. L.A. Bennett, (Hospital Board); Mr. H.T. Metherell, (North Canterbury Electric Power Board); Mr. A.T. Stevenson, (Central Canterbury Electric Power Board); Mr. F.W. Freeman, (Harbour Board); Mr. A.S. Murray, (Education Board); Mr. W.J. Cartwright, (Secondary Schools Council); Mr. D.B. Dallas, (Ministry of Works); Mr. C.M. Rainsford, (Department of Lands & Survey); Mr. J.C. Sandford, (N.Z. Government Railways); Dr. R.B. Cossham, (Department of Health); Mr. F.M. Warren, (N.Z. Institute of Architects); Mr. E. Somers; Mr. P.G. Scoular (Chairman, Technical Advisory Committee); Mr. C.M.A. Thompson, (Chairman, Summit Road Advisory Committee).

PREVIOUS MEMBERS (1954-1966)

Mr. C. Baldwin	(1954-55)	Mr. D.J. Blakely	(1962-64)	Mr. M.R. Carter	(1957-59)
Mr. L. Christie	(1956-57)	Mr. J.I. Colligan	(1956-65)	Mr. G.A. Connal	(1962)
Mr. W.J. Cowles	(1957-58)	Mr. H. Cox	(1960-63)	Mr. M.J.W. Davis	(1961-62)
Mr. G.M. Dixon	(1958-59)	Mr. A. Fazackerley	(1957-62)	Mr. T.D. Flint	(1962-65)
Mr. N.R. Forbes	(1956)	Mr. F.W. Freeman	(1954-58)	Mr. G.D.Griffiths	(1960-65)
Mr. H.O. Hills	(1964-65)	Mr. J.C. Holliss	(1958-61)	Mr. J.E. Jones	(1954-57)
Mr. W.S. MacGibbon	(1958-62)	Mr. Jas.Mackenzie	(1954-59)	Mr. J. Mathison	(1956-57)
Mr. O.C. Mitchell	(1965-66)	Mr. J.Y. Pethig	(1962-65)	Mr. H. Reynolds	(1954-55)
Mr. T.E. Rowlands	(1960-62)	Mr. J. Shankland	(1954-57)	Mr. R.T. Smith	(1960-64)
Mr. J.E. Tait	(1954-56)	Mr. C.M.A.Thompson	(1962-67)	Mr. W.L.F. Utley	(1957-59)
Mr. A.E. Wagner	(1965)	Mr. R.G. Ward	(1964-65)	Mr. J.H. Weaver	(1962-64)
Mr. H.W. Wilson	(1954-57)	Mr. E.J. Wyatt	(1958-60)		

APPENDIX

A REGIONAL PLANNING AUTHORITY

Functions and Responsibilities Under the Town and Country Planning Acts

REGIONAL PLANNING AUTHORITY

Definition

For purposes of a Regional Planning Scheme (any two or more Councils may combine to prepare a Regional Planning Scheme) there shall be a Regional Planning Authority of one or more representatives of these Councils (Section 8 (1). It may also comprise representatives of other local authorities or persons with special knowledge as associate members (Section 8 (3) and 9 (1), and representatives of Government Departments and other organisations as associates (Section 9 (2)).

Functions

To prepare the preliminary survey of Natural Resources and other matters referred to in S.5 and thereafter to prepare for the Region a Regional Planning Scheme, and, having regard to the present and future requirements of the Region, to make provision in the Scheme for such of the matters referred to in the First Schedule as may be appropriate in the circumstances (Section 10 (1)).

To review the Scheme as required by the Act (Section 12 (2) a).

To make recommendations re preparation of District Schemes, and to lodge objection or appeal against any District Scheme provisions contrary to the Regional Scheme (Section 12 (2) b).

To advise and make recommendations to local authorities and others on the operation of any regional or District Schemes (Section 12 (2) c).

To assist in the consideration of town and country planning within its region and other regions and districts (Section 12 (2) d).

It may also act as planning consultant, or provide planning services, by agreement on payment, to any local authority (Section 12 (3)).

REGIONAL PLANNING SCHEME

Definition

A Regional Planning Scheme means a Scheme prepared under Part 1 of the Act, and includes a section of a Regional Planning Scheme (Section 2 (1)).

Regional Planning Schemes may be prepared in terms of Part 1 of the Act but must make provision for First Schedule matters, where appropriate (Section 6 (1)).

General Purposes

The conservation and economic development of the Region by means of the classification of the lands for the purposes for which they are best suited or can best be adapted, and the CO-ORDINATION OF ALL SUCH PUBLIC IMPROVEMENTS, UTILITIES, SERVICES AND AMENITIES AS ARE NOT LIMITED OR RELATED EXCLUSIVELY TO ONE AUTHORITY BOUNDARY (Section 3 (1)).

It should be designed to be a guide on regional matters to Councils preparing District Schemes, and to public authorities and all persons in conservation or development of public utilities, services, industries, amenities and other matters in the Regional Planning Scheme (Section 3 (2)).

Obligation to Conform

Every public body and local authority, in the performance of its public duties and functions, shall adhere to the provisions of any regional planning scheme that is operative in its district (Section 4 (1)).

Compulsory Survey

Every regional planning scheme shall be preceded by a comprehensive survey of the natural resources of the area to which it relates and of the present and potential uses and values of all lands within the region in relation to national, regional and local development, public utilities, services, and amenities (Section 5).

Review

Every operative regional planning scheme shall be reviewed from time to time at intervals of not more than ten years (Section 10A (1)).

First Schedule (Matters to be dealt with)

Communications	-	Provision for
Land Use	-	Allocation in accordance with requirements
Public Utilities	-	Drainage, sewerage; water supply and catchment; distribution of fuel and power; health, educational and other facilities common to more than one district.
Amenities	-	Parks and recreational facilities, preservation.
Programming	-	The staging of development.

(Note: the foregoing is abbreviated and is therefore not to be used in legal interpretation.)